

DOCUMENT RESUME

ED 274 262

HE 019 702

TITLE Criteria for University Status. Background Paper for the North Dakota State Board of Higher Education.

INSTITUTION North Dakota State Board of Higher Education, Bismarck.

PUB DATE Sep 86

NOTE 48p.; Prepared by the staff.

AVAILABLE FROM North Dakota State Board of Higher Education, State Capitol, Bismarck, ND 58505-0154.

PUB TYPE Reports - Descriptive (141)

EDRS PRICE MF01/PC02 Plus Postage.

DESCRIPTORS *Evaluation Criteria; Higher Education; *Institutional Characteristics; *Institutional Mission; *State Boards of Education; State Legislation; *State Universities

IDENTIFIERS *College to University Conversion; *North Dakota

ABSTRACT

Background information and recommendations are offered about criteria the North Dakota Board of Higher Education might adopt for deciding whether an institution under its governance should be named a university. Consideration is given to the history of the issue in North Dakota, criteria used in other states, and how North Dakota's public institutions relate to the criteria. Results of two analyses are also presented: one comparing Minot State College with a number of similar institutions in the United States, and the other comparing North Dakota with other western states in terms of the number of universities provided by the state. It is noted that the Board needs to decide whether names reflect institutional missions or not. Mission-based approaches include: relating institutional names to their missions; relationships among institutions, and geographic access to institutional missions. Name-based approaches include the prestige of the university name, geographic access to institutional names, and patterns of names in other states. Cost considerations vary, depending on the approach chosen. Criteria that the Board could use for three types of institutions are outlined, regardless of how the naming issues is resolved. Appended is a chronological outline of legislation, constitutional amendments, and Board actions involving name changes. (SW)

* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *

ED274262

HE019702

CRITERIA FOR UNIVERSITY STATUS

BACKGROUND PAPER

For The
North Dakota State Board of Higher Education

by its staff

BEST COPY AVAILABLE

September 1986

"PERMISSION TO REPRODUCE THIS
MATERIAL HAS BEEN GRANTED BY

North Dakota
Board of H.E.

TO THE EDUCATIONAL RESOURCES
INFORMATION CENTER (ERIC)."

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION
CENTER (ERIC)

☒ This document has been reproduced as
received from the person or organization
originating it.
☐ Minor changes have been made to improve
reproduction quality.

• Points of view or opinions stated in this docu-
ment do not necessarily represent official
OERI position or policy.

SUMMARY

This report to the North Dakota Board of Higher Education provides background information and recommendations on criteria the Board might adopt for deciding whether an institution under its governance should be named a university.

The first section describes the history of the issue in North Dakota. The second section describes criteria used in other states, shows how North Dakota's public institutions relate to those criteria, and presents the results of two analyses: one comparing Minot State College with a number of similar institutions in the United States and the other comparing North Dakota with other western states in terms of the number of universities provided by the state.

The third section describes the key issues among which the Board must set its priorities. Fundamentally, the Board needs to decide whether names reflect institutional missions or not. Mission-based approaches include (1) relating institutional names to their missions, (2) relationships among institutions, and (3) geographic access to institutional missions. Name-based approaches include (4) the prestige of the university name, (5) geographic access to institutional names, and (6) patterns of names in other states. Cost considerations vary, depending on the approach chosen. The report outlines criteria the Board could use for three types of institutions, regardless of how it resolves the naming issue.

The report concludes with recommendations for the next steps to be taken by the Board. The Board needs to decide which of the six issues is most important as the basis for the name of an institution. The Board will then be in a position to establish criteria.

TABLE OF CONTENTS

	<u>Page</u>
1. HISTORY OF THE CURRENT ISSUE IN NORTH DAKOTA	1
2. ANALYSES OF CRITERIA FOR UNIVERSITY STATUS	5
Criteria From Other States	5
Comparing Other Institutions With Minot State	12
Universities In Thirteen Western States	14
3. DECISIONS FOR THE BOARD	19
State Policy Alternatives For Institutional Names	19
Criteria For Differentiating Types	29
Procedures For Changing Institutional Names	35
Summary and Recommendations	35
APPENDIX A	
Board of Higher Education Involvement in Changing Names of Institutions	39
APPENDIX B	
Map of Vote on Name Change for Minot State College	43

SECTION 1

HISTORY OF THE CURRENT ISSUE IN NORTH DAKOTA

In the early 1980s, Minot State College conducted a long-range planning process that involved over 500 students, faculty, staff, and community representatives discussing their preferences for the future of the college. One result was formal adoption of a plan to rename the institution from a college to a university. Two central arguments favored the plan at that time: that students would benefit from the change because potential employers respond more favorably to a university graduate than to a college graduate, and that the college demonstrated high quality that should be recognized by the new title.

In January 1982, the attorney for the Legislative Council provided a legal analysis which concluded that the name change would require a popular vote on a Constitutional amendment. Minot supporters arranged for a bill in the 1983 legislative assembly to begin the name-change process. HB1500 was sponsored by Representatives Haugland and Backes and Senators Redlin and Reiten. Responding to a request from Rep. Haugland, the state attorney general differed with the earlier Legislative Council analysis on how the change could be authorized, writing:

It is my opinion that the name of an educational institution, the location of which is set by the Constitution, can be either established by the Legislature or the State Board of Higher

Education. Past practice clearly demonstrates that both the Legislature and the State Board of Higher Education have, from time to time, established the name of the higher education institutions in this state.

(January 28, 1983)

In February 1983, members of the State Board of Higher Education (SBHE) questioned President Olson of Minot State College regarding HB1500. The Board took no official action. After the meeting, Board counsel Rick Johnson prepared a memo describing the history of name changes in North Dakota higher education. Appendix A contains that memo.

In March, Sen. Curtis Peterson, chairman of the Senate Education Committee, appeared at the SBHE meeting to request information and guidance from the Board before his committee took action on HB 1500. Sen. Waldera suggested that the name of Dickinson State College be changed also. Board member Meidinger noted that universities should have most of the following characteristics: larger, broader graduate offerings; doctoral degrees; and more extensive research programs. The Board voted (a) by a margin of 4-3, to recommend that the Senate committee send the bill to the Senate with a Do Not Pass recommendation and (b) by a margin of 5-2, to ask the legislature to authorize the Board to make name changes at such time as the Board deems appropriate.

During the 1983 legislative session, an amendment to HB1500 that would have changed the name of Dickinson State College was defeated. The bill to change Minot's name passed and the Governor signed it in April. Among the reasons given by proponents testifying for the bill were:

1. Change is normal and has historical precedent.
2. The number and diversity of programs at Minot State indicates that its mission has changed--it is, de facto, a university already.
3. Minot State offers masters degrees and is no longer predominantly for teacher education.
4. Minot State is large enough, has grown, and has provided considerable community service.
5. Minot State is comparable to institutions that, in other states, are called universities.
6. Minot State attracts students from all over the United States and from foreign countries.
7. A university degree is more prestigious than a college degree and provides greater access to jobs for graduates.
8. The Minot community has a strong record of support and financial contribution to the college.
9. The change would provide access to a university education for students from the western part of the state.
10. As a university, Minot State could play a greater role in providing in-service education for teachers in the western part of the state, which is needed.
11. The change would favorably impact the region.
12. The change would improve institutional efforts to attract top quality faculty.

The projected cost of the change was a highly controversial and unresolved issue. Estimates ranged from \$0 to \$1 million. Proponents argued that the institution is already a university and the name change

simply formalizes what has already happened. One can therefore argue that a name change would cost nothing. Others noted that North Dakota faculty members who teach at universities are paid more on the average than those who teach at colleges. If the state were to equalize the average pay at Minot State with that at the universities, it would have cost up to \$1 million in 1983. Additional costs would be incurred if Minot needed more programs, more research, or other capacities in order to be a full-fledged university.

In July 1983, a sponsoring committee chaired by Ellendale resident V. R. Steinwand led a successful petition drive to refer HB1500 to a vote of the people. The voters revoked Minot's name change by a 51,080-41,234 margin on June 12, 1984. Appendix B contains a map showing the voting patterns on the referendum.

In September 1984, Minot community leader Rod Romine appeared before SBHE to request that the Board establish criteria for a state college to become a university. Commissioner Richardson suggested that the college revise its long-range plan and bring it to SBHE for review. Assuming that university status would be included in the plan and that SBHE were satisfied with the plan, SBHE could then establish the suggested criteria.

Minot State College brought its revised long-range plan to SBHE in July 1985. The Board voted, by a margin of 4-3, for its staff to develop criteria for university status.

SECTION 2

ANALYSES OF CRITERIA FOR UNIVERSITY STATUS

This section summarizes the results of three inquiries. It first describes the criteria three other states use to determine whether an institution may be called a university. Second the report describes the characteristics of 109 institutions around the country that are roughly similar to Minot State College and examines whether they differ systematically among those that are called colleges, universities, or university branches. The third sub-section shows how thirteen states, including North Dakota, compare in providing public universities for their citizens. All thirteen are members of the Western Interstate Commission on Higher Education (WICHE).

Criteria from Other States

The Board office surveyed all eleven state governing boards in the country that have responsibility for all levels of institutions in their states, asking if they had criteria for judging whether an institution should be named a university. Two of the states, Georgia and Massachusetts, had such criteria. In addition, we found that California had criteria although it does not have a single governing board for all public institutions.

Georgia

In 1981, Georgia specified a process through which institutions could apply to change their mission and status. The process applies primarily to a change of status among three types: Type I (universities), Type II (senior colleges), and Type III (junior colleges).

In the first step of the process, the institution provides background information assessing the need for the change, its impact on other institutions, its impact on the curriculum, its physical plant requirements, and its budgetary impact for the next five years. When the Chancellor (comparable to our Commissioner) receives these materials, s/he must establish a schedule for the remainder of the process. The institution should have a decision within one year. During that year, an administrative review committee, composed of members of the Board staff, reviews the proposal and makes a recommendation to the Chancellor. The Chancellor may deny the request or appoint an advisory committee of Board staff, Board members, and representatives of institutions in the system. They report to the Chancellor and the Board, which makes the final decision.

The specifications for what the institution should say in its initial report contain implicit criteria for the decision. The qualitative needs assessment deals with quality, meeting unique local needs, and serving isolated areas. It asks for data on the performance of graduates, academic program standards, course offerings, characteristics of the faculty, and operating efficiency. The guidelines state that to move from Type III to II or from II to I, the institution must project student enrollments and financial costs such that their cost per student will be 130% or less than the mean for the

type it wishes to become. For example, if the average cost of Type I institutions is \$5,000 per student, the applying institution must be able to project that as a Type I institution, it would have a cost per student of \$6,500 or less.

The guidelines require the institution to involve community representatives in its planning for a change in status, as well as representatives of other institutions that would be affected by the change. The guidelines imply that the change will involve major changes in enrollments, curriculum, staffing, library requirements, physical plant, and budget. The application must describe these anticipated changes.

The guidelines give the following sizes for each type of institution:

<u>Type</u>	<u>Minimum Size</u>	<u>Optimum Size</u>
I	7,500 FTE	12,000 FTE
II	2,000 FTE	6,000 FTE
III	500 FTE	2,000 FTE

In order to advance, an institution must enroll 125% of the optimum number of students for its current type. An institution must currently enroll 7,500 or more FTE students to become a university (125% of 6,000) and 2,500 or more to become a senior college (125% of 2,000).

Massachusetts

The Massachusetts legislature passed a bill in 1982 that spells out the state Board's relationship to private institutions. That law establishes these criteria for university status for private institutions in Massachusetts:

1. a wide range of graduate and undergraduate programs
2. at least two professional and two academic fields offering graduate-level degrees
3. graduate study viewed as a distinct element in the institution's organizational structure
4. at least two fields offering programs to the doctoral level.

California

In 1971, the state produced guidelines to determine who would be eligible for university status. According to these guidelines, an institution must meet four of the following five criteria:

1. Be in the top half of public institutions in size (student headcount).
2. Be in the top half of public institutions in graduate program size (number of postbaccalaureate students or number of graduate degrees awarded).
3. Be in the top half of public institutions in complexity and diversity (number of fields offering bachelors and masters degree majors).
4. Be in the top half of public institutions in quality (determined by the number of professional and academic programs that are accredited by an agency recognized by the National Commission on Accreditation and the U.S. Department of Education).
5. The proportion of faculty with the doctorate in fields where the doctorate is the terminal degree must be greater than 50%.

Summary of University Criteria and North Dakota Institutions

The following list shows the North Dakota public institutions that meet the university criteria specified in the previous discussion. The list includes all public institutions in North Dakota.

Size:

1. Current enrollment of at least 7,500 FTE students, 125% of the optimum enrollments for colleges (Georgia)

University of North Dakota (9,585)

North Dakota State University (8,292)

2. Larger than half the public institutions in student headcount (California)

University of North Dakota (11,106)

North Dakota State University (9,413)

Minot State College (3,063)

N.D. State School of Science (2,837)

Bismarck Junior College (2,408)

3. Larger than half the public institutions in graduate program size (California)

University of North Dakota (1,172 students in 1985)

North Dakota State University (892)

Minot State College (76)

[all others (0)]

Complexity and Diversity:

4. Wide range of graduate and undergraduate programs (Massachusetts)

University of North Dakota (93 bacc, 64 grad)

North Dakota State University (71 bacc, 59 grad)

Minot State College (34 bacc, 6 grad)

[no other graduate programs]

5. At least two professional and two academic fields for graduate study, with at least two fields offering the doctorate (Mass.)

University of North Dakota (15 doctoral fields, 23 graduate academic fields, plus education, law, medicine, nursing, business, and engineering)

North Dakota State University (14 doctoral fields, 25 graduate academic fields plus pharmacy, education, business, home economics, and engineering)

Minot State College (0 doctoral fields, 0 graduate academic fields plus education and speech pathology masters)

6. Graduate study as a distinct organizational element (Mass.)

University of North Dakota (graduate dean and faculty)

North Dakota State University (graduate dean and faculty)

Minot State College (director of graduate studies)

7. Larger than half the public institutions in number of fields offering bachelors and masters degree majors (California)

University of North Dakota (140 nondoctoral degrees)

North Dakota State University (116 nondoctoral degrees)

Minot State College (40 nondoctoral degrees)

[no other masters degrees]

Quality:

8. Top half of the public institutions in number of programs with specialized accreditation (California)

University of North Dakota (29)

North Dakota State University (11)

Minot State College (6)

N.D. State School of Science (4)

Dickinson State College (2)

9. More than 50% of faculty with doctorate in fields where the doctorate is the appropriate terminal degree (California)

North Dakota State University (62.1% of all faculty have doctorates)

University of North Dakota (60.3% of all faculty have doctorates)

Cost:

10. Projected cost per student less than 130% of the mean for other universities in the state (Georgia)

1986-87 average cost for UND and NDSU: \$4,767

$130\% \times \$4,767 = \$6,197$

10 of 11 North Dakota public institutions cost less than \$6,197

Summary:

In summary, the following North Dakota public institutions meet Georgia's criteria:

University of North Dakota

North Dakota State University

The following North Dakota public institutions meet Massachusetts' criteria:

University of North Dakota

North Dakota State University

The following North Dakota public institutions meet California's criteria:

University of North Dakota

North Dakota State University

Minot State College

Comparing Other Institutions with Minot State

In the second analysis, the Board office obtained data on schools that are similar to Minot State College, using 1984-85 data from the national Higher Education General Information Survey (HEGIS). From among 3,300 colleges and universities, a computer program selected schools that are like Minot in several key characteristics. All the schools are public, and none has a medical school. None grants doctoral degrees. All grant 20-50% of their degrees in education, and spend 0-10% of their budget on research. Two other North Dakota institutions, Dickinson State and Valley City State, appeared on the list of similar schools.

The staff used this list first to answer the question, "What are schools like Minot State called?" As table 1 shows, 40% of them are called colleges, 29% are universities, and 30% are branches of universities. Clearly, the nation has shown no consensus on an appropriate title for this type of institution. However, since 1966, thirteen states have changed their colleges to universities. The current names could simply indicate that a widescale shift to universities and branches is not yet universal.

Second, do any clear patterns of differences among the institutions account for their different names? The table shows average size, research activity, and student/degree characteristics for each type. On the whole, universities are substantially larger than colleges or branches, spend the most on research, give the fewest associate degrees, the most masters degrees, and the most degrees in professional fields. University branches spend almost as much on

TABLE 1

COMPARING OTHER INSTITUTIONS WITH MINOT STATE
What are they called?

Characteristics Used to Select the 109 Institutions

public, no medical school

900-5000 FTE students (MISC, 2682)

no doctoral degrees

20-50% degrees in education (MISC, 32.8%)

research expenditures = 0-10% of instruction expenditures
(MISC, 0%)

	<u>MISC</u>	<u>Colleges</u>	<u>Univs.</u>	<u>U Brnch</u>	<u>Tot/Avg</u>
Number of institutions	--	44	32	33	109
Percent		0.40	0.29	0.30	
FTE students	2,682	2,828	4,317	3,146	3,441
Index to Univ.	0.62	0.66	1.00	0.73	
Research expenditures	4,894	73,311	362,002	314,546	247,646
Index to Univ.	0.01	0.20	1.00	0.87	
% instits. with over \$1M		3	9	9	
% part-time students	16.5	23	23	30	25
% associate degrees	10.5	9	6	9.7	8
% baccalaureate degrees	82.8	81	81	83	81
% masters degrees	6.8	10	13	8	10
% professional field degrees	73.6	63	71	60	65
% science degrees	3.9	7.4	11.3	11	9.9
% business degrees	21.2	20.9	22.3	21.3	21.5
% education degrees	32.8	30.8	28.8	25.2	28.3

research, serve the most part-time students, and give the fewest masters degrees. Colleges are the smallest type, spend least on research, give the fewest degrees in scientific fields, and give the most education degrees.

Comparing Minot State with the average college, university, and university branch in this set of institutions suggests that Minot State is most like the institutions that are typically called colleges.

Universities in Thirteen Western States

The third analysis compares North Dakota with twelve other states that belong to the Western Interstate Commission on Higher Education. The thirteen states constitute all of WICHE except California. The analysis treats all eleven North Dakota institutions as if they were independent entities, even though UND-Williston, NDSU-Bottineau, and Lake Region Community College are affiliated with other institutions.

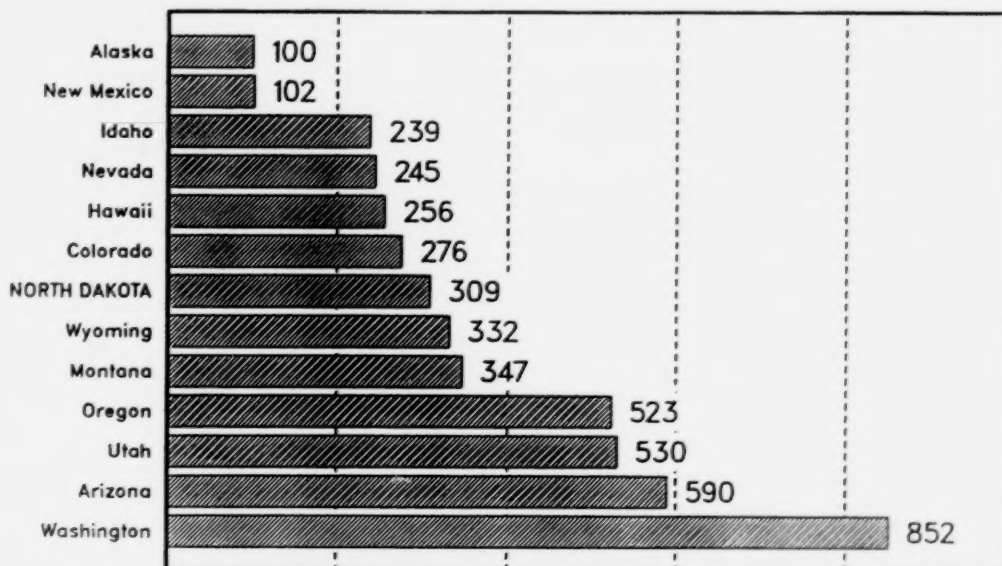
Table 2 shows state populations, number of institutions by type, and number of people per institution. On average, the states have three universities, one of which has two campuses, for a total of four university sites. North Dakota has two universities, each with one site. The states have an average of five public four-year institutions and nine public two-year institutions. North Dakota has more four-year institutions (six) and fewer two-year institutions (five) than the average.

On average, the states have 362,000 people per university site (compared to 309,000 in North Dakota), 261,000 people per four-year institution (103,000 in North Dakota), and 159,000 people per two-year institution (124,000 in North Dakota). Compared to the average, North Dakota has relatively many university sites, four-year institutions,

TABLE 2

UNIVERSITIES & PUBLIC INSTITUTIONS, BY POPULATION
WICHE STATES, EXCLUDING CALIFORNIA

State	1980 Pop. (000s)	No. Public Univs.	No. Univ. Sites	Total No. 4-year Publics	Total No. 2-year Publics	People Per Univ. Site	People Per 4-yr Instit.	People Per 2-yr Instit.
Alaska	300	1	3	3	10	100	100	30
Arizona	1,771	3	3	3	16	590	590	111
Colorado	2,207	4	8	13	15	276	170	147
Hawaii	769	1	3	3	6	256	256	128
Idaho	718	3	3	4	2	239	180	359
Montana	694	2	2	6	3	347	116	231
Nevada	489	1	2	2	4	245	245	122
New Mexico	1,016	5	10	11	4	102	92	254
North Dakota	618	2	2	6	5	309	103	124
Oregon	2,091	4	4	8	12	523	261	174
Utah	1,059	2	2	4	5	530	265	212
Washington	3,409	4	4	5	26	852	682	131
Wyoming	332	1	1	1	7	332	332	47
Average	1,190	3	4	5	9	362	261	159
Minimum	300	1	1	1	2	100	92	30
Maximum	3,409	5	10	13	26	852	682	359



People per University Site (x1000)

and two-year institutions for its population.

Table 3 provides the same kind of analysis, but it uses geographic access (number of square miles per institution) instead of personal access (number of people per institution) as a frame of reference. On average, these states have 63,000 square miles per university site (36,000 in North Dakota), 54,000 square miles per four-year institution (12,000 in North Dakota), and 29,000 square miles per two-year institution (14,000 in North Dakota). Compared to the average, North Dakota has relatively many university sites, four-year institutions, and two-year institutions for its geographic size.

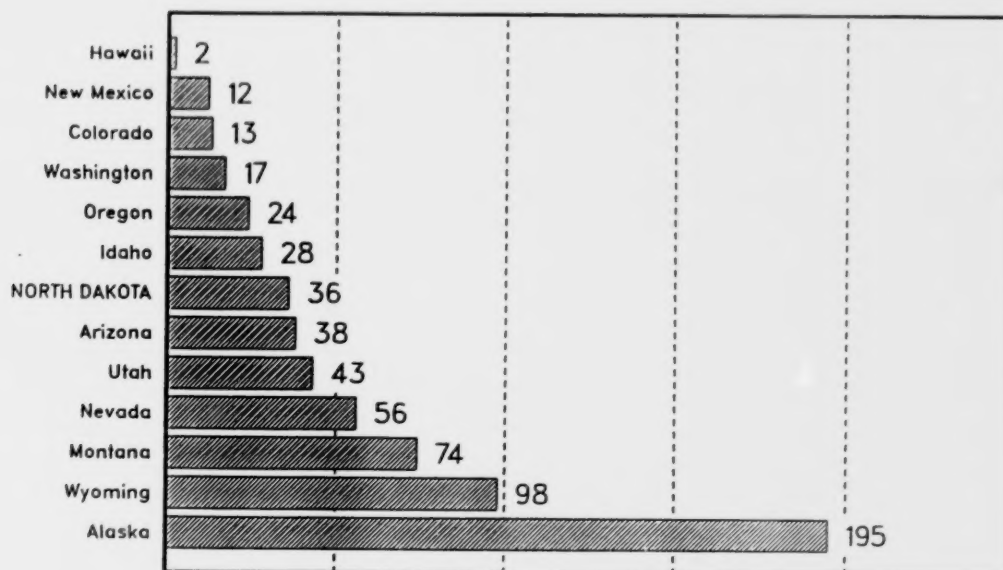
Tables 4 and 5 are similar to the preceding two tables, but table 4 includes only WICHE states that are within 200,000 of North Dakota's population, and table 5 includes only states that are within 20,000 square miles of North Dakota's geographic size. In both tables, North Dakota has more than the average number of four-year and two-year institutions, but fewer than the average number of university sites. North Dakota has 309,000 people per university site, compared to an average for these states of only 279,000 people. North Dakota has 36,000 square miles per university site, compared to an average of only 31,000 for these states.

Tables 2 and 3 imply what North Dakotans tend to believe--the state has relatively many institutions. One could claim based on tables 4 and 5 that North Dakota is deficient in its number of university sites among states of similar size. However, to add one university site would give North Dakota a site for every 206,000 people or 24,000 square miles, moving the state from seventh to third out of thirteen in number of university sites per population and from seventh to fifth per geographic area.

TABLE 3

UNIVERSITIES & PUBLIC INSTITUTIONS, BY STATE AREA
WICHE STATES, EXCLUDING CALIFORNIA

State	Square Miles (000s)	No. Public Univs.	No. Univ. Sites	Total No. 4-year Publics	Total No. 2-Year Publics	Square Miles Per Univ. Site	Square Miles Per 4-yr Instit.	Square Miles Per 2-yr Instit.
Alaska	586	1	3	3	10	195	195	59
Arizona	114	3	3	3	16	38	38	7
Colorado	104	4	8	13	15	13	8	7
Hawaii	6	1	3	3	6	2	2	1
Idaho	84	3	3	4	2	28	21	42
Montana	147	2	2	6	3	74	25	49
Nevada	111	1	2	2	4	56	56	28
New Mexico	122	5	10	11	4	12	11	31
North Dakota	71	2	2	6	5	36	12	14
Oregon	97	4	4	8	12	24	12	8
Utah	85	2	2	4	5	43	21	17
Washington	68	4	4	5	26	17	14	3
Wyoming	98	1	1	1	7	98	98	14
Average	159	3	4	5	9	63	54	29
Minimum	6	1	1	1	2	2	2	1
Maximum	586	5	10	13	26	245	245	122



Square Miles per University Site (x1000)

TABLE 4

STATES WITH NORTH DAKOTA POPULATION, PLUS OR MINUS 200,000

State	1980 Pop (000s)	No. Public Univs.	No. Univ. Sites	Total No. 4-year Publics	Total No. 2-year Publics	People Per Univ. Site	People Per 4-yr Instit.	People Per 2-yr Instit.
Hawaii	769	1	3	3	6	256	256	128
Idaho	718	3	3	4	2	239	180	359
Montana	694	2	2	6	3	347	116	231
Nevada	489	1	2	2	4	245	245	122
North Dakota	618	2	2	6	5	309	103	124
Average	658	2	2	4	4	279	180	193
Minimum	489	1	2	2	2	239	103	122
Maximum	769	3	3	6	6	347	256	359

TABLE 5

STATES WITH NORTH DAKOTA SQUARE MILES, PLUS OR MINUS 20,000

State	Square Miles (000s)	No. Public Univs.	No. Univ. Sites	Total No. 4-year Publics	Total No. 2-year Publics	Miles Per Univ. Site	Miles Per 4-yr Instit.	Miles Per 2-yr Instit.
Idaho	84	3	3	4	2	28	21	42
North Dakota	71	2	2	6	5	36	12	14
Utah	85	2	2	4	5	43	21	17
Washington	68	4	4	5	26	17	14	3
Average	77	3	3	5	10	31	17	19
Minimum	68	2	2	4	2	17	12	3
Maximum	85	4	4	6	26	43	21	42

SECTION 3

DECISIONS FOR THE BOARD

The Board originally set out to decide "criteria for university status," perhaps assuming that the criteria would relate names with institutional missions and characteristics. That is essentially the task Minot State College asked the Board to undertake, implying that only institutions of a certain type or mission would have the name "university" and asserting that Minot State met the implicit criteria for that type. However, the preceding discussion has brought to light a number of other issues to which the Board may wish to relate its naming decisions. Therefore, the Board needs first to establish its policy on what kind of criteria ought to determine an institution's name. Once the Board has established the premise on which it wishes to make naming decisions, it can use that premise as the basis for specific criteria.

State Policy Alternatives for Institutional Names

The Board could decide to name institutions on the basis of many kinds of criteria, but they fall into two categories: mission-based and name-based. Mission-based factors take as their primary concern that each institution should have a name that describes what goes on at that institution. This is the traditional approach, and it permits any observer of the institution to make a reasonably good guess about what

it does. For example, someone who assumes that names relate to missions would be startled, perhaps even disturbed, to learn that Vincennes University is a two-year college. People generally assume that universities offer doctoral programs and hold strong research expectations for their faculties. The discussion that follows presents three approaches to mission-based criteria:

1. Relating institutional names to their missions (decide the mission and other characteristics that correspond to each name)
2. Relationships among institutions (decide on relationships among two or more institutions and rename accordingly)
3. Geographic access to institutional missions (relate needs of each service region to missions of their institutions, rename if mission is changed)

Name-based criteria reject any need for names to reflect the institution's mission. The observer cannot tell from its name what an institution does, as is true in the Vincennes University example. Instead names reflect other priorities. The following discussion presents three approaches to name-based criteria:

4. Prestige of the university name (change all institutions to universities, use other labels to identify different missions)
5. Geographic access to institutional names (change names to reflect the wishes of constituencies)
6. Patterns of names in other states (analyze patterns and act accordingly)

Each approach to naming institutions may or may not carry a significant cost. The final discussion in the following section deals with cost considerations.

The Board will recognize most of the six approaches to naming in the arguments presented for the Minot State College name change. Proponents made the point that MSC already reflects the characteristics of a university; the western part of the state needs access to university-like programs; MSC graduates should have the prestige of a university degree; the western part of the state should have access to an institution with a university name (whether it offers university-like programs or not); and institutions like MSC in other states are named universities. The controversy surrounding how much MSC's name change would cost is rooted in whether the change is mission-based or name-based. A mission-based change carries costs for faculty retraining or replacement, faculty salaries, library retooling, equipment, and so on. A name-based change tends to carry costs only for new signs and stationery.

In citing most of the six approaches as "reasons" to change MSC's name, the proponents were covering all the bases the Board was likely to use in deciding on the name change. In effect, they were saying "No matter which kind of criterion you use, we qualify." Public discussions have focused on one approach or another, generating momentum for one kind of change or another. Most recently, the argument supporting the importance of prestige from the university name has resulted in a bill draft under consideration by the Budget Committee on Higher Education. It is important for the Board to make its decisions with full understanding of the wide array of options.

In this section of the report, we seek to disentangle the options so that the Board can consider them separately. It is important to do so because each approach yields its own set of criteria and therefore its own set of names. The Board cannot endorse all of these policy alternatives simultaneously, so it must set priorities among them. The first decision for the Board is which basis should provide the predominant rationale for its criteria.

Mission-Based Criteria

1. Institutional Mission and Characteristics

As noted earlier, the original assumption seems to have been that the Board would define the mission and characteristics that constitute a certain kind of organization that is justified in calling itself a university. The assumption is based on traditional practice that prevailed before so many states moved to university systems, university branches, and more institutions with the presumed prestige of the university name. Many people continue to believe that the traditional practice of naming institutions to describe their mission and characteristics is the best approach.

The principle of relating names and missions pertains to any name--university, college, junior college, community college, and so forth. However, the most common controversy is whether an institution should or should not be called a university, and discussions tend to be couched in those terms. Arguments in favor of limiting the university title to institutions showing specific characteristics include:

- A. The institution's primary label would describe "what's in the package"--less chance of confusion for the public, potential students, and employers.

- B. Few institutions would be involved in a name change, making it easier to deal with logistically and less likely to risk alienating local support for each institution by subordinating the local name.
- C. It would retain clearer differentiation of institutional missions, thus minimizing the likelihood of creeping program duplication and institutional expansionism.

Arguments against limiting the university title to a specified mission include:

- A. It would not provide better employment access for graduates.
- B. It would not provide better faculty for institutions.
- C. It would not provide better geographic access to institutions with the university name.
- D. Creating a university would carry high costs.

If the Board wishes to link institutional names and types, it has at least two options because it is common practice to give institutions two-part names. The Board can indicate institutional mission with either the primary name (UND) or the secondary name (UND-Williston Center).

Therefore, whatever decision the Board makes regarding universal or limited use of the university name, it will also want to establish criteria for differentiating among the types of institutions in the system. Without prejudging the outcome of the decision on what names to use, a later section will present suggestions for such criteria.

2. Relationships Among Institutions

Institutional names frequently signify the relationships among institutions. The State University of New York has numerous branches around the state with a central administrative and governance

system--it is a single university system with multiple campuses, as its institutional names imply. A proposal for a similar system is afloat in North Dakota. Another current proposal in the state is for a two-university system, with branches for both UND and NDSU. Two of North Dakota's two-year institutions are called branches, but the name overstates the strength of the historic relationships between the main and branch campuses. The Board has directed that one freestanding two-year institution play a major administrative role at another two-year institution, but that role is not recognized in the names of either institution.

If the Board contemplates adopting a stronger system approach to the governance of all 11 institutions or changing the relationships between pairs or small groups of institutions, it will probably want to signify those relationships in institutional names. Certainly the Board will not want to find itself in the position of changing names more than once in a short time--for example, authorizing Minot State College to become Dakota Northwestern University and then renaming it the State University of North Dakota at Minot.

Decisions about systems and inter-institutional relationships do not lend themselves to criteria-setting. They are beyond the scope of this paper. But it is essential that the Board recognize and address the high potential impact of each issue on the other.

3. Geographic Access to Institutional Mission

With 11 institutions and a limited population base, the state cannot expect to provide commuting-distance access to each type of institution--university, four-year college, and two-year college. Currently, the southwestern part of the state has no two-year

institution, the west has no university, and only the southeast has certain vocational-technical programs. Current efforts to compensate for these limitations include continuing education programs and, at most institutions, diverse on-campus programs that are not always directly related to the central mission.

If geographic access to institutional missions is a high priority for the Board, more might be done to take needed programs from home campuses to other parts of the state. The Board could also determine that one or more of the inadequacies in geographic access merits a change of institutional mission, as Minot State suggested was true of the need for a university in the west. However, solutions such as mission redefinition on a large scale or establishing new institutions in geographically underserved areas probably are not feasible.

Name-Based Criteria

4. Prestige of the University Name

Does the university name confer prestige on institutions and their graduates? If so, does the Board wish to base its naming decisions on granting or withholding such prestige? Given the importance of access and opportunity to North Dakotans, endorsing the prestige factor as the Board's dominant consideration in naming decisions is likely to mean that all 11 public institutions will ultimately have "university" in their names. The Board has little ground on which to decide otherwise. In that case, the Board is likely to want a secondary label for each institution that designates its mission. For example, the legislative consultant's two-university system proposal adds the word "center" to signify a two-year institution.

A prestige-based policy raises the issue of whether the state's public institutions are a one-university system (such as the State University of North Dakota at each of 11 sites) a two-university system (such as UND and NDSU at each of several sites), or a collection of independent institutions (such as NDSU, UND, Dakota Northwestern University, Mayville State University, and so on).

Arguments favoring a plan to provide the prestige of a university name for all in the system include:

- A. It would provide better employment access for graduates.
- B. It would provide better faculty for each institution.
- C. It would provide better geographic access to university name prestige.
- D. Name changes would cost relatively little.

Arguments against using the university label systemwide include:

- A. It would undercut the meaning of the university name by removing all alternative names as primary labels.
- B. It would confuse the public, potential students, and employers.
- C. Change could risk alienating local support through subordination of the local name.
- D. Such a change does not address the fundamental issue--geographic access to programs.

5. Geographic Access to Institutional Names

Providing geographic access to institutions with a given name is much less costly than providing geographic access to each type of institutional mission, but it is also potentially controversial. For example, if the Board endorses the prestige of the university name, it

can readily provide geographic access to 11 institutions with university names. However, some believe that the college name--whether two-year or four-year--is equally or even more desirable. They assert that a college signifies the importance of teaching rather than research, that quality teaching carries at least as much value as quality research, and that quality colleges merit at least as much stature as quality universities. They would be unhappy with a Board decision that universally denied access to a public college in North Dakota.

If the Board finds that geographic access to institutions with a given name is a high priority, the Board may wish to involve the institutions and the public in a discussion to determine the name to which people want access. Conceivably, the Board could make institutional names responsive to the preferences of each institution's service region. The primary criterion for the Board's decision would be to satisfy as many people as possible in providing access to a desired institutional name.

6. Patterns of Names in Other States

The analysis in section 2 was inconclusive regarding national patterns of naming in other states. However, a strong case can be made that a national trend toward using the university name is underway, if not yet universal. Whether the trend will slow or stop due to recent widespread national attention to the value of liberal education--as colleges have provided traditionally--is a matter for speculation.

Since patterns and trends in other states are not absolutely clear, the Board is unlikely to find strong direction there for its naming decisions. If the Board wishes to address this issue in some

fashion as it decides, it would make sense to do so in the context of the prestige of the university name, relationships among institutions, or the expansion of graduate program offerings. These factors seem to underlie many of the decisions in other states. The Board's staff could provide further information on these factors, perhaps with a special focus on the naming decisions of nearby states.

Cost Considerations

In a state with the economic limitations and outlook that now prevail in North Dakota, the Board needs to attend to the cost implications of its naming decisions. Depending on the outcome of the other decisions described here, cost could become the controlling factor in a decision on the name of a specific institution.

The name-based set of policy alternatives suggests that institutional names can change although institutional missions and characteristics do not. In those cases, financial costs associated with the name change are likely to be minimal. In one of the first three alternatives that relate names and missions, the idea of changing names to signify stronger inter-campus relationships, it is conceivable that the move may actually save money through administrative efficiencies. To the extent that savings are foreseeable and other important considerations are not jeopardized, the Board may wish to take cost factors into account as a positive incentive for change in inter-campus relationships and names.

Changing the mission as well as the name of an institution inevitably carries high costs, financially and otherwise. Ironically, the faculty members who are best for one mission are most likely to try to leave when an institution changes that mission. The costs in faculty turnover, faculty retraining, and faculty morale when an

institution changes mission are high and long-lasting. Libraries, equipment, physical facilities, student services, and other resources that support one mission are thoroughly inadequate for another. In some cases, a change involves moving to a higher or lower average faculty salary, adding costs or saving them.

The high cost of changing mission suggests that the Board deal explicitly with cost and revenue issues if it chooses to link institutional name changes with institutional mission changes. It also suggests that institutions may need explicit acknowledgement of a transition period from one mission to another, during which time they receive special consideration from the Board and legislature in various policy and resource matters.

Criteria for Differentiating Mission Types

Whatever kind of criterion the Board may adopt for naming, it is likely to require ways of differentiating among types of institutions. Institutional mission type may be reflected in the primary name (University of North Dakota) or in the second part of the name (University of North Dakota--Williston Center), but we assume that the Board does not wish to name institutions without some indication of their mission.

Following tradition and past practice in North Dakota and nationally, this discussion assumes three types of institutions: one type that includes in its mission strong elements of research and graduate study, one that emphasizes baccalaureate education, and one that emphasizes certificates and two-year degrees. Sometimes states divide the third category into two groups to indicate their relative

emphases on vocational vs. academic programs. This discussion assumes that the number of two-year institutions in North Dakota is too small to warrant such a distinction.

These suggestions are presented for Board discussion and can be refined upon further direction from the Board.

Type I Institutions

The discussion in section 2 provides the basis for suggesting the following criteria for Type I institutions, having strong elements of research and graduate study:

- I. Mission. The institution's mission is both to transmit and create knowledge.
 - A. The institution requires evidence of good teaching and of scholarly contributions to the discipline as criteria for faculty selection, retention, and advancement.
 - B. The institution has obtained national accreditation for at least ____ programs for which such accreditation is available.
 - C. The institution provides library services, equipment, support services, and other resources to support faculty research.
 - D. More than 50% of the faculty have the doctorate in fields where the doctorate is the appropriate terminal degree.
- II. Complexity and Diversity. The institution offers a wide array of graduate and undergraduate programs.
 - A. The institution offers at least two professional and two academic fields for graduate study, with at least two fields offering the doctorate.

B. Graduate study is a distinct organizational element within the institution.

C. The institution enrolls at least ____ FTE students, with a minimum of ____ % at the graduate level.

III. Need. The institution's service region can support the mission and programs of a Type I institution.

A. The region has sufficient potential students, potential employers of graduates, and potential research opportunities to support Type I mission and programs.

B. When considering changing an institution to Type I, the needs of the service region cannot be met efficiently and effectively by an existing Type II or III institution nor by cooperative arrangements among other state institutions.

C. Any substantial negative impact of a change in type at one institution on other public higher-education institutions is warranted by improved service to the citizens of the state.

D. The cost implications of a change of type are clearly and fully described in an institution's application for a change of type.

Type II Institutions

The Board staff proposes criteria such as the following for Type II institutions, emphasizing baccalaureate education:

I. Mission. The institution's mission is primarily to transmit knowledge.

A. The institution requires evidence of good teaching as the primary criterion for faculty selection, retention, and advancement.

- B. The institution has obtained national accreditation for any teacher education program it may offer.
- C. The institution provides library services, equipment, support services, and other resources to support undergraduate study and the intellectual needs of faculty.

II. Complexity and Diversity. The institution offers a wide array of undergraduate programs and may offer a limited number of master's programs with Board approval.

- A. The institution offers professional and academic fields for undergraduate study.
- B. The institution enrolls at least ____ FTE students.

III. Need. The institution's service region can support the mission and programs of a Type II institution.

- A. The region has sufficient potential students and potential employers of graduates to support Type II mission and programs.
- B. When considering changing an institution to Type II, the needs of the service region cannot be met efficiently and effectively by an existing Type I or III institution nor by cooperative arrangements among other state institutions.
- C. Any substantial negative impact of a change in type in one institution on other public higher-education institutions is warranted by improved service to the citizens of the state.
- D. The cost implications of a change of type are clearly and fully described in an institution's application for a change of type.

Type III Institutions

The Board staff proposes criteria such as the following for Type III institutions, emphasizing certificate and two-year degree education:

- I. Mission. The institution's mission is primarily to transmit knowledge and skills.
 - A. The institution requires evidence of good teaching as the primary criterion for faculty selection, retention, and advancement.
 - B. The institution has obtained national accreditation for at least ____ of the professional or vocational programs it offers for which such accreditation is available.
 - C. The institution provides library services, equipment, support services, and other resources to support undergraduate study in academic and vocational areas and the intellectual needs of faculty.
- II. Complexity and Diversity. The institution offers an array of academic and vocational programs leading to the associate degree or a certificate.
 - A. The institution enrolls at least ____ FTE students.
 - B. The institution organizes its resources, calendars, and faculties to provide appropriate differentiated support for its diverse programs.
- III. Need. The institution's service region can support the mission and programs of a Type III institution.
 - A. The region has sufficient potential students and potential employers of graduates to support Type III mission and programs.

- B. When considering changing an institution to Type III, the needs of the service region cannot be met efficiently and effectively by an existing Type I or II institution nor by cooperative arrangements among other state institutions.
- C. Any substantial negative impact of a change in type in one institution on other public higher-education institutions is warranted by improved service to the citizens of the state.
- D. The cost implications of a change of type are clearly and fully described in an institution's application for a change of type.

Consistency Among Current Institutional Names

An associated issue that the Board may wish to address is the current lack of consistency in institutional names. If the Board wants consistency, it will need to change names of some two-year institutions. We now have a junior college that gives almost as many one-year certificates as associate degrees and has a significant trade/technical component, a community college that seems to be becoming a branch campus, a state school of science, and two branches that use the names of their main campuses but have historically operated relatively independently.

By tradition, a junior college emphasizes academic transfer programs and a community college includes both academic and vocational programs. Tradition also suggests that institutions labeled as branches fall within the administrative responsibility of their main campuses. Name consistency among North Dakota's five two-year colleges would require both assessing the current mix of programs and students at each campus (academic or vocational) and addressing the extent to

which each campus is the administrative responsibility of another institution. The Board's staff and the affected institutions will conduct the first assessment if the Board so directs. Main campus administrative responsibility is a matter for the Board's judgment.

Procedures for Changing Institutional Names

Ultimately, the Board will need to establish a procedure the institutions and the Board can use in deciding on institutional names. For example, the Georgia approach outlined in section 2 is based on a relationship between name and mission. The procedure for making a name change defines documents the institution must submit, timetables and personnel to be involved in analyzing the request, and a process that moves the request ultimately to the Board's agenda.

Procedures will vary considerably, depending upon the outcomes of the decisions outlined above. The Board's staff will develop suggestions for appropriate procedures after those decisions are made.

Summary and Recommendations

The Board's staff suggests that the Board decide first what approach it wishes to use in deciding on institutional names, followed by decisions on specific criteria. The approaches we have outlined are:

Mission-Based--

1. relating institutional names and missions, which can occur in either the primary institutional name or a mission-specific secondary label
2. relationships among institutions, where Board decisions on such relationships would suggest appropriate names

3. geographic access to institutional missions, where the Board would assess and correct any major current inadequacies by changing institutional mission and name

Name-Based--

4. prestige of the university name, where criteria would be needed not for the primary part of the name but for secondary mission-specific labels

5. geographic access to institutional names, where the primary criterion would be the wishes of constituencies either statewide or in each institution's service region

6. patterns of names in other states, where a close analysis of such patterns would yield the criteria

In addition, the Board will want to consider cost implications, which differ depending on which criteria the Board selects.

The Board's decisions on the relative priority of these issues will determine the appropriate next steps for setting specific criteria and procedures for implementing them. In conjunction with this process, the Board may wish to address current inconsistencies in the names of its five two-year institutions.

The Board's staff recommends that the Board proceed as follows:

1. Discuss the relative merits of the various approaches to the naming decision as outlined above, perhaps with formal input from the institutions, legislators, and the public.
2. Decide on the approach(es) having highest priority for the Board.
3. Obtain any additional information needed to implement that decision including, if necessary, additional input on the

characteristics of types I, II, and III described in this section.

4. Implement the appropriate criteria.

tm



NORTH DAKOTA
STATE BOARD OF HIGHER EDUCATION

MEMO

TO: Members, State Board of Higher Education

FROM: Rick D. Johnson

RE: Board of Higher Education Involvement in Changing
Names of Institutions

DATE: February 24, 1983 No. 51

Attached is a general chronological outline of legislation, constitutional amendments, and some Board actions involving name changes of institutions in the State. From this review, the following five conclusions can be drawn:

1. The original names of the normal schools, with the exception of Dickinson, were established by legislation. Board involvement (Board of Regents or Board of Normal Schools) is unknown.
2. With the exception of Ellendale, the schools became known as State Teachers Colleges by Board of Administration action based on general statutory authorization to go beyond the two years of education.
3. With the exception of Ellendale, teachers colleges became State colleges by Board of Higher Education action based on statutory authorization, although the constitution was changed after the fact for Minot and Dickinson.

4. The only change from college to university status was done by constitutional amendment, with subsequent statutory and Board of Higher Education action confirming that change. The recent Attorney General's Opinion holds that constitutional action is unnecessary.
5. The colleges have generally changed their names, since their initial designation as normal schools, by Board of Higher Education action based on statutory authorization concerning degrees offered, unless a constitutional amendment was the basis for the action.

RDJ:pw
Enclosure

CHRONOLOGICAL OUTLINE

<u>DATE</u>	<u>DESCRIPTION</u>
March 7, 1981	Statute (15-13-01) provided that Mayville and Valley City "shall be known as State Normal Schools at. . ." (name of the city) SL 1891, ch. 89, §1
1907	Statute (15-14-01) designated Ellendale to be known as the "State Normal and Industrial School." SL 1907, ch. 241, §1
November 8, 1910	Constitutional amendment adding Minot to Article IX, §13 passed. Art. Amd. 12, SL 1907, p. 453; SL 1909, p. 339
March 3, 1911	Statute (15-13-01) deletes the "known as" language and adds Minot. SL 1911, ch. 61, §1
December 11, 1911	ND Supreme Court decides that the intent of the constitution is to limit the establishing of new institutions. <u>State ex. rel. Miller v Taylor,</u> <u>133 NW 1046 (1911)</u>
November 7, 1916	Constitutional amendment adding Dickinson to Article IX, §13. Art. Amd. 22, SL 1913, ch. 99; SL 1915, ch. 85; SL 1917, p. 408
1921	Statute authorizes Board of Administration to allow normal schools to award B.A. degrees and thus go beyond their two years. SL 1921, ch. 109
1921	Valley City State College becomes a teachers college.
1924	Minot becomes a teachers college.
1925	Mayville becomes a teachers college.
1931	Dickinson becomes a teachers college.

November 13, 1959	Discussion at Board meeting of Ellendale's name.
November 8, 1960	Constitution (Art. IX, §12) amended changing Agricultural College to North Dakota State University of Agriculture and Applied Science. SL 1961, ch. 407
February 28, 1961	§ 15-14-01 changed by statute to name Ellendale "State Teachers College at Ellendale." SL 1961, ch. 153, §1
March 1, 1961	§ 15-12-01 amended by statute to show the new name of the Agricultural College. SL 1961, ch. 152, §1
March 4, 1963	Statute authorizes that when schools offer a B.S. and B.A. degrees they can be referred to as State colleges. SL 1963, ch. 142, §1
April 25, 1963	Board of Higher Education passes a motion providing for names effective July 1, 1963, as State colleges except Ellendale which remained a Teachers College.
November 2, 1982	The Constitution, Art. IX, §13, was amended to show Minot and Dickinson as State colleges.

Minot State Name Change



RATIO

HEAVY NO
SLIGHT YES

MODERATE NO
MODERATE YES

SLIGHT NO
HEAVY YES